

1997-98 SESSION  
COMMITTEE HEARING  
RECORDS

Committee Name:

Joint Committee on  
Finance (JC-Fi)

Sample:

Record of Comm. Proceedings ... RCP

- 05hrAC-EdR\_RCP\_pt01a
- 05hrAC-EdR\_RCP\_pt01b
- 05hrAC-EdR\_RCP\_pt02

➤ Appointments ... Appt

➤ \*\*

➤ Clearinghouse Rules ... CRule

➤ \*\*

➤ Committee Hearings ... CH

➤ \*\*

➤ Committee Reports ... CR

➤ \*\*

➤ Executive Sessions ... ES

➤ \*\*

➤ Hearing Records ... HR

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➤ Miscellaneous ... Misc

➤ 97hrJC-Fi\_Misc\_pt174

➤ Record of Comm. Proceedings ... RCP

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**Testimony Presented at Legislature's Joint Finance Committee Hearing**

**Eau Claire - April 22, 1997**

I am Bob Foster, Superintendent of the Rice Lake Area School District, a low cost district which by all measurable standards, has been effective in producing an above average student product. I am also a member of the Board of the School Administrator's Alliance, which is composed of district administrators, principals, business officials, special education and special services directors.

I would like to commend the Legislature and Governor for their commitment to reduce the dependence on the property tax for funding K-12 education. I recognize the enormity of the task and support most of your efforts to date, but am concerned that the Governor's proposal moves away from the 2/3 funding commitment to the extent that the "sum certain" proposal would fall short of the "sum sufficient" needed to sustain the commitment.

I listened carefully to the Governor's Budget message. In fact, I also watched the delayed telecast of that presentation. I was discouraged by the lack of any statement in reference to fairness and equity in funding or relief from the revenue cap for districts spending below the statewide average. I am appearing before you today because of the wide gap between the tenor of the language I heard in February and the actual proposal you are considering. I don't believe that an absolute definition of fairness and equality can be determined; however, it is clear that the current method of distributing state aids can not

stand any reasonable test of fairness. The addition of a new first tier in 1995 only made the situation worse.

Rice Lake has been repeatedly recognized for its low cost delivery of a quality program. While I do not believe any one criteria for selecting a district is valid in and of itself, I do believe Rice Lake would qualify for recognition on any valid standard as a low cost district doing an above average job of educating its children. I would also want to point out that Rice Lake could have spent \$2,600,000 more in 1995-96 and still not have spent the statewide average per pupil.

Included with your copy of my written remarks are a series of other facts that pertain to this Budget proposal, its fairness, and its impact on the Rice Lake Area School District. In fairness to others waiting, I will not read them, but I would ask you to review them. What would I support that the Governor proposed, and what would I recommend to rectify other proposals?

### **Support**

1. 2/3 funding, but on a sum sufficient basis
2. Public School Choice - with conditions
3. Waivers
4. Proposed change in language for transfer of special education services returning to the original language.
5. Protection for low cost districts as enrollments peak and then decline

6. Greater involvement for CESA's

**Oppose**

1. School Levy Credit - School levy credit should be returned to the equalization aid formula; however, I could support the infusion of some of those school levy credit dollars into the Homestead Tax Relief Program to help low income property owners and renters.

2. Permanent Revenue Limit - I believe the cap should be eliminated, especially for those spending below the statewide average per pupil. Any revenue cap which is imposed should recognize past performance.

3. Any distribution plan that does not begin to return equity and fairness to the aids distribution mechanism. I believe the old two-tier equalization aid formula, cleared of the disequalizing factors, is such a system. The addition of a new first tier making it a three tiered plan only exacerbated the problems. I support the two-tier system, although I believe other proposals would be more advantageous for Rice Lake in the short term because I believe it can stand the test of fairness and equity for all districts.

4. Only allowing districts to place referendum issues on the ballot at the two general election dates.

5. The disembowelment of the Department of Public Instruction. As did the

Supreme Court, I support an elected state superintendent - I believe the Department is attempting to be a responsive agency and working hard to restructure. I believe that the additional cuts to the Department of Public Instruction will be costly to our students future.

6. Changes in the Postsecondary Enrollment Options program is already an added burden under revenue caps. Changes would ask us to operate a K-14 program under a K-12 revenue cap. Any additional cost must be outside the revenue cap.

I would ask you to distribute the dollars fairly and equitably so that all of Wisconsin's children can receive a sound, basic education. As enrollments peak and then decline, the Legislature and Governor would have the satisfaction of knowing they are meeting the constitutional requirement that school districts be as nearly uniform as possible. Wouldn't it be wonderful to cease penalizing children for where they live and to begin encouraging those low cost districts that have been providing an above average education at a reasonable cost rather than adding greater hardships on them - forcing them to sink into mediocrity or asking their students to pay high fees for activities that are offered without charge in wealthy districts? A revenue cap for low cost districts adds to the handicap that the Rice Lake Area School District and its students labor under. It makes the task of providing a sound education in the Age of Technology with the added mandates from you and the Governor on \$5,800 per pupil seem almost diabolical.

I would again remind you that I did include other points with my submitted copy of this statement, but would stop after imploring you to do your very best to devise a fair and equitable plan. If you make that effort, I believe you will change the Governor's proposal.

I would invite your questions.

- Does not address the unfairness to low cost districts or schools that have declining enrollment.
- Provides no relief from the standard revenue cap for Rice Lake, a district who spend the \$5,600 minimum per pupil in 1996-97.
- Locks low cost districts in their current position.
- Current revenue cap penalizes districts for efficiency and cost effectiveness and rewards those who have not been.
- Continues to treat school districts more harshly than other governmental bodies.
- Is not an education budget, but instead is a property tax relief plan.
- Makes an artificially disequalized current aid distribution system more so by continuing the third tier in the formula.
- Greatest percentage increases in aid go to the wealthier school districts.
- If Rice Lake were to spend the statewide average per student, it would need to increase the operating budget by over \$2,600,000.
- If the state is concerned about low income people in property rich districts, they should add to the Homestead Tax Relief Program, not provide minimum aids and tax levy relief to all owners in property rich districts without regard to income.
- Plan would not guarantee the 66 2/3% funding called for in 1997-99 through providing the required dollars to fully fund, but would provide a dollar amount to be shared under the formula which would likely be less than 66 2/3%. Funding needs to remain sum sufficient.
- Of the top 20 districts in per pupil spending, none are in the top 20 for tax effort, and four of the bottom 20 in tax effort appear on the list of top 20 spenders.
- Budget proposal does not address the constitutional requirement that school districts be as nearly uniform as practicable.
- If the Legislature and Governor won't level the playing field to allow low cost of property poor districts to provide a competitive education for its students, what choice is there to achieve fair treatment for all students but to continue the lawsuit?

TESTIMONY OF **BUFFALO COUNTY LAND INFORMATION COORDINATOR**  
TO  
**JOINT FINANCE COMMITTEE**  
April 22, 1997

Good morning. I am Pat Wodele, Treasurer and Land Information Officer of Buffalo County. I would like to thank the Committee for allowing me this opportunity to talk to you today about the **Wisconsin Land Information Program (WLIP)** and the **positive effect** that it has had on our rural county in west-central Wisconsin. The County prides itself in doing as much for the citizens of this County and the visitors that come to the County as can be done in a fiscally responsible manner through levied monies, fees, grants and state and federal aids/credits. But, these funds can stretch just so far! That is why the funds that became available to Buffalo County through the combined increased Register of Deeds Fees and the ability to compete for additional funds in the WLIP grant program have such great importance to the Buffalo County Land Information Modernization program. **It would seem that to abolish the Wisconsin Land Information Board and place the Land Records Program into a combined land records and land use committee would threaten the Land Records Program. I have fear of the fees being collected currently by the Register of Deeds in the state will no longer be available for Land Records Modernization - exactly what the legislature struggled to accomplish less than 10 years ago. Even though land use and land records may have some things in common, you are narrowing the scope of the Land Records Program to combined it with land use. Both are important in their own rights and should be supported individually..**

Please allow me these few minutes to tell you what has been accomplished in Buffalo County through the combination of levies, fees and grants.

In June of 1990 the Buffalo County Board adopted a resolution that was needed to

retain a portion of the additional fees assessed through the Register of Deeds Office to be used for Land Records Modernization (Program). The Board wisely directed any interest earned on these fees to remain in the investment account to be used for the Program. A Land Records Committee was formed that includes the County Board Chairperson, and six Department Heads. I was the person that was most interested in seeing the Program get started and initiated the resolution that was necessary for the County to retain the fees. That seems to be the reason that I became the Chairperson of the Land Records Committee and later was appointed the Land Records Coordinator. It is a job that I have found very interesting, challenging and important to me as part of my commitment to the County. Ladies and Gentlemen of this Committee, I truly love my job.

Buffalo County has had good participation through all departments that are involved in land records. When a plan needed to be drafted, county departments as well as the state and federal departments located in our county were asked to submit written plans for a total County Plan. We incorporated the additional expertise of local government officials/employees and those that were utility land records personnel. I believe that the Plan that was written and submitted to the Wisconsin Land Information Board has seen us through the early parts of our efforts in Land Records Modernization. We are currently working on an update to this plan as required by the WLIP to be submitted by June of this year to the WLIP.

You may wonder about the amount of funding that comes from each source and how we are spending it. Please let me expand on this a bit.

Beginning with its inception in June 1990 through 1994 the Land Records fees were invested, as well as levied monies designated for remonumentation. There was very little spent from this account, because it was hoped to accumulate enough money to act as matching funds in applying for a grant.

The first grant that Buffalo County was successful in receiving was January 1994. It covered several project items. The County became a part of the Global Positioning System Network (GPSNET) that was developed by the Wisconsin Department of Transportation by setting GPS monuments on a three mile grid. Aerial photography was completed in the spring of 1995 for the entire county. The GPS monuments were paneled as well as some section corners. Through this effort 9"X9" section maps of the entire county were produced, and the Natural Resources Conservation Service (NRCS) will be generating digitized soil survey maps to be used by the various conservation departments/agencies, zoning and the farmers in the county . Also through our first grant we were able to have programming modifications done to existing software so the zoning department would be able to tract their zoning permits on a parcel of land. The Register of Deeds now has a computerized Tract Index and Grantor/Grantee Index.

Buffalo County was fortunate enough to have a second grant awarded to us in the last grant cycle. In this grant, the County will be establishing a Geographic Information System (GIS) computer network. We will then have the ability to do computerized mapping, do a pilot project with parcel maps that will allow us to learn the programs and how we would like to set up our GIS, and have the various county plats digitized for computer viewing and manipulation. Through this computerized system, we want to allow various federal, state, county, public and private businesses access our files for information exchange. Also, with this grant there will be a re-monumentation project of approximately two towns. Very little of this would be fundable by our small county without the combined resources as described earlier.

**Please let me urge you to reconsider the elimination of the Wisconsin Land Information Board and placing the Wisconsin Land Information Program under the guidance of the Wisconsin Land Use Council. We would be doing a disservice to the programs that are just getting off the ground.**

Joint Committee on Finance

Public Hearing

April 22, 1997

CVTC, Eau Claire, Wisconsin

**TESTIMONY**

I support the following:

- Critical to increase the \$250,000 Primary Care dollars for local health department services and not delete from State Budget
- Increase state excise tax on cigarettes by \$.28 per pack per year in the coming biennium
- Retain the \$2.66 million of immunization GPR funds to help support administration of vaccines at the local level through public health departments and other providers

My name is Jim Ryder, the Director of the Eau Claire City-County Health Department. The Eau Claire Board of Health and myself are gravely concerned that the Governor's proposed 1997-99 budget is recommending the deletion of all Primary Care funding. We understand that the entire amount of Primary Care dollars (\$250,000) is General Purpose Revenue (GPR). Boards of Health throughout Wisconsin agree that these funds are unique because they are non-categorical. Since 1990, we've been able to direct these funds toward improving the health status of the citizens in the communities we represent.

The State funding for local public health services has been reduced from the original \$1,000,000 in 1990 to the current \$250,000. Although the present Primary Care funding is small, it does show a commitment by the State of Wisconsin to support local health departments as partners in helping implement the State Health Plan entitled "Healthier People in Wisconsin: A Public Health Agenda for the Year 2000." Retaining these GPR funds for health promotion, disease prevention, and protection of the environment would complement the local Eau Claire City and County tax levy investment of \$1.6 million to improve services to all 88,000 citizens in our public health jurisdiction.

Stresses on public health personnel, services and financial resources are expected to increase

dramatically in the near future. It would have been judicious for the Governor to have significantly increased Primary Care dollars in the GPR funding to proactively provide for health promotion and prevention of predicted problems. As we all know, research definitively supports the economic value of dollars spent on prevention.

I strongly encourage you to support the recommendation of the Legislative Council Study Committee on Youth Access to Tobacco to increase the state excise tax on cigarettes by \$.28 per pack per year in each year of the coming biennium. Increasing tobacco taxes is widely recognized as the single most effective way to reduce tobacco consumption. Research shows that a cigarette price increase of 10% can be expected to reduce consumption by an equal or greater amount among children (10%-14%) and 3%-4% among adults. A \$.56 per pack cigarette fee increase would reduce youth smoking in Wisconsin by an estimated 22% discouraging more than 24,000 children from smoking. I wholeheartedly support a proposed Tobacco Prevention and Education Program that would invest just 20% of the new cigarette tax revenues (\$40,000,000) to combat Wisconsin's increasing youth smoking rates. Spending the \$40 million on activities related to effective prevention education efforts and tobacco control measures is a healthy choice for our youngsters. In addition, the public is overwhelmingly supportive of cigarette taxes. According to a St. Norbert College survey, 73% of the Wisconsinites support a \$1.00 per pack cigarette fee increase including nearly one-third of smokers.

Another issue that is difficult to understand is the rationale of deleting \$2.66 million of immunization GPR funds from the Budget Bill in 1998. Governor Thompson will make Wisconsin the only state in the nation which does not augment federal funds for immunization efforts. The largest portion of the available federal funds can only be used to purchase the vaccine. Therefore, State GPR funds are drastically needed to help support administration of the vaccine. These activities include staffing at the local level, special clinics scheduled at times that will accommodate working families and make immunization services more accessible, and continued public information campaigns to emphasize the importance of childhood immunizations. We predict that there will be increased numbers of people in Wisconsin and Eau Claire County who will have difficulty accessing immunizations because they have no health insurance. For others with insurance, the deductible may be prohibitively high or immunization coverage excluded. Increased funding will be needed to address these problems.

Thank you for allowing me to express my views from a public health prospective on the proposed State

Thank you for allowing me to express my views from a public health prospective on the proposed State Budget 1997-99. I encourage you to support these three items for the public's health.

Jim Ryder, Director  
City-County Health Department  
720 Second Avenue  
Eau Claire, WI 54701  
(715) 839-4721

OFFICE OF COUNTY SURVEYOR

Washburn County, Wisconsin

POST OFFICE BOX 337 — SPOONER, WISCONSIN 54801

STATE OF WISCONSIN

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Shell Lake (715) 468-2232



D54 F:WISBUD97

APRIL 22, 1997

TO: WISCONSIN LEGISLATURE JOINT FINANCE COMMITTEE  
EAU CLAIRE HEARING

FROM: RODNEY W. RIPLEY, WASHBURN COUNTY SURVEYOR  
1012 Erie Street Spooner, Wisconsin 54801

RE: TO PRESERVE THE PRESENT STRUCTURE AND FUNDING OF THE  
WISCONSIN LAND INFORMATION BOARD

The 1997 budget as proposed will replace the existing Wisconsin Land Information Board with an agency that will be advisory to new positions in the Department of Revenue which was apparently in response to the theme set forth in the 'Planning Wisconsin' program as outlined in a presentation in June 1996. This MUST not happen.

The Wisconsin Land Information Board was created to develop a Land Modernization Program sorely needed by the various counties throughout the state by funding remonumentation, mapping, and otherwise moderizing the land records of each county as each county determined what its most immediate needs might be. This was funded by a special \$6 fee collected for each deed that was recorded besides the regular recording fees. Of this, \$4 was retained by the county to be used for approved moderization procedures and \$2 was sent to the WLIB to fund a grant program which returned the money back to the several counties. In short, all of the \$6 was returned to the counties in one form or another for improvement of their land records.

The abolishment of the WLIB and the use of the \$6 feet to fund land planning in Madison would be a violation of the trust of the real property owner who not only pays a considerable amount in real estate taxes, but also pays the \$6 fee with the understanding that the \$6 was to be spent to directly benefit him and his land. For that matter, the original ideal behind the land modernization program as originally conceived in 1977 was that each of the state agencies who use land information records for their individual purposes would help defray the costs generated in compiling the information. Instead, we seem to find that not only are the various counties supplying all this information free but now they must also pay the state for supplying the information instead of the state paying them! And just what does the real estate taxpayer who is funding all of the activity getting for his buck? Instead of some help in finding his property lines or determining if he is in a flood plain, he gets a bigger tax bill for less service.

I am presenting herewith a copy of the Resolution No. 169-95 of the Washburn County Board of Supervisors supporting the continuance of the Wisconsin Land Information Board.

Thank you.

### Current Mapping

Besides the requirement for delineating agricultural lands imposed by Chapter 29, Laws of 1977, many other mapping programs are under way. And all without the benefit of Step 1 - Remonumentation and Base Section Maps.

As stated above, tax mapping is under way in many counties - Exhibit I-A and H-4. U. of W. River Falls is preparing maps for areas in St. Croix and Pierce Counties - Exhibit J. And hearings are under way for the DNR to map wet lands - Exhibit K. And considering the mapping being done by Division of Highways, zoning maps, soils investigations and other natural resource inventories (Exhibit I-B) there is considerable mapping activity within the State of Wisconsin - and much duplication of effort.

### Proposal

Therefore, it is proposed that any further mapping be based on an accurately measured and monumented public land system. This means that before a section of land is mapped for any reason, such section shall have permanent monuments at all the government corners thereto, and that the distances and true bearings of the exterior section lines be determined.

It is also proposed this monumentation and mapping program be accomplished over a ten year period selecting high priority areas first, section by section, as determined on a county level by a Committee of the County Board and finally completing the low priority sections in the last years of the program. That the counties through prequalified County Surveyors supervise the remonumentation and base mapping working through a clearing house agency at the state level. This state agency would adopt a uniform set of technical standards for performing the work, coordinate the mapping requirements of all other state agencies, inventory corner restoration as it was being done and receive a set of base section maps from each county as they are prepared for use by all state agencies. A set of base section maps would also be available in each county surveyor's office for local use. The state clearing house agency would also administer the financing of the program.

Prequalification of land surveyors would require registration and probably attendance at a seminar similar to the one sponsored by the Wisconsin Society of Land Surveyors in 1974 (Exhibit 'L'). The newly formed County Surveyor's Association would also aid in supervising the work (Exhibit I-C).

### Financing

The program could be funded in the following manner:

Increase in Real Estate Transfer Tax	50%
State Sources	25%
County Levies	25%

There are about 190,000 government corners in the State of Wisconsin and approximately 57,000 sections. A preliminary estimate places the total cost at about \$65 million. If this amount were spread out over the ten year period, \$6.5 million would be required each year. This amount is well within reach if we put it all together!

145LS AUGUST, 1977. REPORT TO WISCONSIN LEGISLATURE

Existing County Surveyor Budget (See County Surveyor Report Exhibit 'M')	\$1,000.00
Contributions by Counties that are not presently monumenting and mapping	700,000
Contributions by	
Dept. of Local Affairs & Development	200,000
Dept. of Revenue	200,000
Dept. of Agriculture	200,000
Dept. of Natural Resources	100,000
Dept. of Transportation	100,000
Regional Planning Commission	<u>100,000</u>
	\$2,600,000
Increase the Real Estate Transfer Tax by 100% and apply to this program	\$4,000,000
<hr/>	
Total Annual Funding	\$6,600,000

#### The Final Product

Typical example of the final product of this proposed remonumentation and base section mapping program are shown in Exhibits N, N1 and N2. Besides setting permanent monuments at the location of the original government corners, certified corner restoration sheets would be prepared for each corner as per Exhibit N. Examples of the base section mapping are N-1 which is a base map overlaid by aerial photography showing how these could be correlated and N-2 is an example of base section mapping.

#### Future Perpetuation

Once the project has been completed, it is paramount that the corners as remonumented be perpetuated. Therefore, it is necessary the counties maintain an active county surveyor's office to insure corner preservation as per section 59,635 of the Wisconsin Statutes. Otherwise, the system will fall in disrepair again and require another remonumentation program in the future. If the corners had been maintained the past 120 years or so as originally intended by our forefathers, this present remonumentation and base mapping program would have not become necessary.

#### Implementation - Conclusion

Implementation of the remonumentation and base mapping program would, of course, require the cooperation of many agencies. It would be expected that guidelines and standards would be developed at the state level and that the work itself would be supervised by a prequalified county surveyor in each county.

*WISLS REPORT OF AUGUST 1977 TO  
WISCONSIN LEGISLATURE.*

**RESOLUTION TO MAINTAIN  
WISCONSIN LAND INFORMATION BOARD**

WHEREAS, the Wisconsin Land Information Board has been evaluated and deemed to be a necessary component of state government, and

WHEREAS, the Wisconsin Land Information Board processes and awards grants to local governments for the purpose of land records modernization, and these activities are, and will continue to be, an important function of state government. and

WHEREAS, the Wisconsin Land Information Board expedites communication and cooperation between various units of government, thus providing greater efficiency and savings of public monies.

THEREFORE, BE IT RESOLVED, that the Washburn County Board of Supervisors, in session this fourteenth day of November, 1995, strongly encourages Lieutenant Governor Scott McCallum to continue the good work begun by the Wisconsin Land Information Board.

Recommended for adoption by the Washburn County Land Records Modernization Committee..

Motion by Supervisor Gillette,  
second by Supervisor Washkuhn  
to approve this resolution.

Roll call vote resulted:

YES: 17, NO: 0, ABSENT: 4.

Supervisors voting YES:

Sather, Ackley, Barrett,  
Anderson, Emerson, Gillette,

Scalzo, Moss, Washkuhn,

Fox, Lombard, Engen,

Hanson, Wienbergen, Mackie,

Smith, Walls. Supervisors

ABSENT: Schreiber, Olsgard,

Dimick, Magnus. Motion Carried.

\_\_\_\_\_  
Gary Magnus

\_\_\_\_\_  
*Arthur Gillette*  
Arthur Gillette

\_\_\_\_\_  
*Grant Engen*  
Grant Engen

\_\_\_\_\_  
Robert C. Olsgard

\_\_\_\_\_  
*Robert Washkuhn*  
Robert Washkuhn

**Testimony: Public Hearing on 1997-1999 Biennial Budget  
Eau Claire, 4/22/97**

**Presented by:**

Dr. Nicholas P. Smiar  
Associate Professor of Social Work  
Chairperson, Department of Social Work  
University of Wisconsin-Eau Claire  
Eau Claire, WI 54702-4004  
(715) 836-5404

**On behalf of:**

The Wisconsin Chapter  
National Association of Social Workers

As we move toward the date for full implementation of Wisconsin Works, it is becoming apparent that the new law has "gaps" which require fixing and that these shortcomings must be taken into account in the coming Biennium.

First, the provisions for education and training in the current version of W-2 are unrealistically narrow and short-term, effectively preventing capable participants from using available educational options in our technical colleges, university centers, and universities and thereby moving more rapidly into higher paying jobs and preventing return into Wisconsin Works. This includes completion of four-year degrees through a combination of W-2 support, financial aid, loans, and income as well as completion of technical certifications at the technical colleges. In addition, persons in the lower two tiers of W-2 cannot receive education and training that would effectively move them off of those tiers and out of W-2. Support for education and training makes good financial sense as a measure proven by research to ensure self-sufficiency through higher income throughout a person's life. Since we citizens already subsidize our public higher education system as a social good for the future of our state, it makes good financial sense that the same subsidies be extended to these future workers.

Second, our Governor has showcased W-2 to the nation as a model welfare-to-work program which engages participants in moving to self-sufficiency, inviting all those who are eligible to enter into the new W-2 system. However, the program expenses are capped. When the cap is reached, participants will no longer be able to secure the supports needed to accomplish the purposes of W-2. Now, when our unemployment rate is so low, this probably will not be a problem. However, when tough economic times come, as they assuredly will, we must be ready with a commitment to serve **all** those who enter into this social contract. If the participants are holding up their end of the bargain, then

**Testimony: Public Hearing on 1997-1999 Biennial Budget  
Eau Claire, 4/22/97**

should the state not also do the same? This will make a restructuring of W-2 necessary, changing it from a capped expenditure program to one funded to the level of need.

Third, W-2 contains no "due process" provisions, especially in regard to fair hearings of grievances regarding determinations. W-2 participants are citizens and do not lose their constitutional rights guaranteed by the Fourteenth Amendment. "Fair hearing," as the term is now used in W-2, means that the staff administering W-2 will be the same persons doing the "fair hearings." We request that the current fair hearing process (pre-W-2) be maintained, including continuation of benefits during the appeal process and the right to a hearing before an impartial judge or hearing officer.

Fourth, the cash grants for Community Service Jobs and W-2 Transitional jobs are sub-minimum wage. We strongly recommend that the minimum wage be provided rather than the grant. In addition to being fair, such a provision would make participants in these two categories eligible for the Earned Income Tax Credit, thus increasing their income and moving them farther along the road to self-sufficiency. If one of the basic premises of W-2 is accurate - that the best training for a job is the job itself -, then we should be providing conditions as close to an actual job as possible.

Thank you for the opportunity to present testimony in this public hearing.

Joint Finance Committee  
April 22, 1997 - Eau Claire

Testimony of Mr. Dennis L. Heyde  
The Heyde Companies  
Chippewa Falls, WI

*Mr. Heyde*

I want to thank the committee for giving me this opportunity to share some thoughts on a matter I think is of the greatest importance to Wisconsin; the quality of our workforce in the coming decades, and the ability of our state and its citizens to survive and prosper in an increasingly competitive world.

As a businessman, I think I understand the many factors that contribute to the success of our state and its economy. As one who has started several new businesses, and seen them flourish, I understand that economic progress depends on many variables. Two stand out, however. One is the quality of the people involved in an enterprise. The second is the need for those directing the undertaking to constantly look ahead, to not be satisfied with this year's balance sheet alone, but to anticipate what the future has in store.

I wish to speak today about the way in which these two factors come together in developing Wisconsin's future leaders, skilled professionals and citizens. Specifically, I appear before you to encourage your support of the Governor's budget proposals for the University of Wisconsin System, and the Board of Regents' proposal for faculty compensation.

That budget, like the university system, is complex, and addresses numerous issues. Two stand out; access to higher education for our young people, and what sort of educational environment students will encounter when they get to our campuses. Wisconsin has a glorious tradition of assuring access to higher education for our young people, and the proposed system budget will preserve that tradition of affordability. It is what our students will find when they do matriculate that particularly concerns me. That is why, of the many budget components I might have addressed, I have chosen faculty compensation,

Today's students will spend their careers in an increasingly competitive global economy in which success, even survival, will go to those with the skills, knowledge and outlook essential to meet that competition. Many of those skills, and their underlying knowledge base, can only be acquired at our universities. And they will only be acquired there if our teaching cadre remains well qualified. Assuring that is becoming increasingly difficult. The university's ability to attract and retain first rate teachers is now in jeopardy as a result of recent erosion in our competitive position vis-a-vis other states.

I am sure that committee members have seen the statistics which document our universities eroding competitiveness in hiring and keeping top faculty. I will not recite all that data here. But as one who has hired and fired many in the private sector, I know that, by and large, we get what we pay for. I believe it was Ben Franklin who pointed out that there is virtually nothing in the world that can not be produce a little bit cheaper, and a little bit worse. We can do that in education too. My question today is should we? Indeed, can we, if we want Wisconsin to compete successfully, not only with other countries but with surrounding states who are investing more in their systems of higher education? I think not.

The issue is particularly acute today because of the changing demographics of our faculty. This is where the second variable I mentioned above enters the picture, the need to look down the road and see what is heading our way. One of the factors facing us is changing faculty demographics (all those young assistant professors hired in the booming 1950s and 1960s have gotten older) and the consequent impending retirement of over one-quarter of our teaching cadre in the next eight years. This will cause us real problems.

Let me be frank. I am sure you are familiar with the "salary compression" issue, the tendency for current professors' compensation to lag behind that offered to new faculty. As we all know, the best time to get a raise is when one changes jobs. After that, the boss is apt to become more perfunctory in adjusting compensation upwards, calculating that inertia and convenience count for something in retaining a valued employee. Well, the university is about to be faced with a whole lot of "job changes", with faculty retiring and needing to be replaced. Those replacements will not be found by appealing to candidates' local patriotism. The university must be able to do what any organization must do to succeed in a similar situation, accurately assess the marketplace, identify the best candidates in that marketplace, and then compete with others who are attempting to get the people we want and need.

Wisconsin will not be able to do that if recent trends continue; with the System pay plan continuing to lag behind both the CPI and the growth in personal income in the state. Last year, as you know, System salaries for faculty were 3.4% behind those at peer institutions, and our state was one of only six in the nation that reduced its support of higher education. One may (and I stress may) be able to get away with that for awhile. Eventually it catches up with us, and does real damage. I believe we are getting to that point now.

Various proposals are before the legislature for dealing with this. One is to fund the full faculty compensation request submitted by the regents to Governor Thompson, asking for a 4% increase in each year of the forthcoming biennium. Another would be to approve the Governor's suggestion of a 2% increase each year while granting the university permission to provide additional

increases though added revenues it would raise itself. As a businessman, I can see virtues in each approach. As a concerned citizen, as well as a businessman, urge you to follow one course or the other.

April 22, 1997

Dear Joint Committee on Finance:

I am writing to urge your support for an increase of the cigarette tax of 28 cents in 1997 and 1998 as was discussed and recommended by the Legislative Council Study Committee. I believe this increase is a necessary part of a several strategy approach to discourage smoking and tobacco use among young people in Wisconsin.

Substantial tax increases on tobacco products have been shown to have an impact on youth tobacco use. This has been demonstrated in Massachusetts and California where tax increases reduced youth tobacco use. If a portion of the revenue generated can be put back into tobacco prevention efforts, such as a mass media campaign and school based peer education programs, the efforts can be even further reaching.

Every year, nearly 10,000 Wisconsin kids become addicted to tobacco. About one quarter of them will die as a direct result of their addiction. We need to take drastic action to make an impact on the number of young people who are experimenting, and later addicted to tobacco. I believe increasing the cigarette tax to \$1 by 1998 is a part of the action we need to take.

Thank you for your time and consideration.

Sincerely,



Paula Silha  
N1112 CTH M  
Coon Valley, WI 54623

# UW System

## 1997-99 Budget Request - Allied Health DIN

\$2.2M to Fund 27 Occupational and Physical Therapy Faculty Positions at

UW-La Crosse and UW-Milwaukee

Physical therapists treat human movement dysfunction through specialized physical regimes, while occupational therapists treat people by using specific occupational activities to help patients realize their full potential in daily living needs. There is a severe shortage of physical and occupational therapists in Wisconsin and in many other regions of the country.

The demand for Physical Therapists:

- ▶ 88 % (79,000 jobs) increase nationwide in physical therapy positions from 1992-2005.
- ▶ 58 % (2,455 jobs) growth in Wisconsin by 2005.

The demand for Occupational Therapists:

- ▶ 22 % vacancy rate nationwide with a projected 50% vacancy rate by 2000.
- ▶ 55 % (1,628 jobs) growth projected in Wisconsin by 2005.

Since the early 1970s, UWL and UWM have offered baccalaureate physical therapy and occupational therapy programs, respectively, as part of their array of allied health offerings. In 1992, the Rural and Urban Health Underservice Task Force asked the UW System to determine effective ways to increase the number of allied health professionals in occupations with shortages. As a result, the UW System undertook a Lateral Audit of its Allied Health Programs. Among the recommendations made by the consultants for this Lateral Audit were the following:

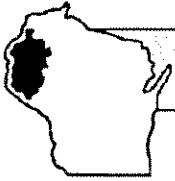
- ▶ Increase the number of UW physical therapy graduates by 33%.
- ▶ Expand existing UW occupational therapy programs or establish new ones.
- ▶ Program expansion or new program development should occur at UWL and/or UWM.

In response to the recommendations of the Lateral Audit of Allied Health Programs, and consistent with their individual strategic plans, UWL and UWM have internally reallocated \$650,000 and \$250,000, respectively, to expand their allied health programs by:

- ▶ Implementing a new Occupational Therapy MS at UWM;
- ▶ Implementing a new Physical Therapy MS at UWL;
- ▶ Implementing a new Physician Assistant BS at UWL;
- ▶ Receiving Entitlement for an Occupational Therapy BS, and a \$303,000 DHHS Implementation Grant at UWL;
- ▶ Receiving Authorization to Plan a Physical Therapy MS at UWM.

The 1997-99 UW System Budget Request Allied Health DIN will provide funds to support:

- ▶ Nine (9) P-T faculty at UWM resulting a program which will graduate 50 students/year.
- ▶ Seven (7) O-T faculty at UWL resulting in a program which will graduate 24 students/year.
- ▶ Four (4) O-T faculty at UWM to expand its program by 27 students/year (from 62 to 89).
- ▶ Seven (7) P-T faculty at UWL to expand its program by 20 students/year (from 30 to 50).



## Cooperative Educational Service Agency #11

225 Ostermann Drive, Turtle Lake, WI 54889 Phone (715) 986-2020 Fax (715) 986-2040

April 22, 1997

Dear Members of the Wisconsin Joint Finance Committee:

The CESA #11 Head Start Program is requesting your support in adding \$742,500 to the current state Head Start funding level of \$4,950,000. This amount was requested in the DPI budget but was omitted in the governors budget version. In 1993 the State of Wisconsin made a commitment to provide Head Start services to 1289 children over the Federal Head Start funded enrollment level. That commitment currently can not be met without an adequate level of funds.

State Head Start funds have remained frozen since 1993 are were designated to serve additional state funded children. During this four year period of time, the state has significantly increased the state day care licensing costs per child and per center. The new state day care regulations now also will require that we add Center Directors with 20 hours assigned for site supervision and coordination functions. This will significantly increase our program's personnel costs by over \$60,000 next year alone.

The disparity between federal and state Head Start funding per child has grown. State support per child is currently only 85 percent of the federal cost per child. Given this disparity, Wisconsin Head Start programs **cannot** continue to serve the same number of children they have served in the past.

Head Start is an essential economic ingredient in meeting the needs of families participating in W2: quality child care, employment and job training, and family preservation and support.

Last year CESA #11 was forced to close and consolidate several centers so the program could continue to operate within the diminishing funding levels. The state Head Start slots at our Ellsworth Head Start center will need to be reduced if we are forced to operate for the fifth year in a row at the 1993 funding level (Location of CESA Head Start centers is attached).

If the state is unable to allocate the necessary funds to continue to serve the additional state Head Start children, I propose that you amend the current legislation to allow programs to provide an option which would allow programs to fund the second half of the day for a given number of federally funded children. Full day Head Start services would then become available to Head Start families participating in the W-2 program.

Currently the state legislation requires additional state children versus expanded serves. A change as proposed would allow Wisconsin programs to apply for additional federal Head Start funds by the June 5, 1997, deadline because State funds would supplement federal funds and meet the federal full day collaborative partnership funding requirement (Wisconsin Statute Attached).

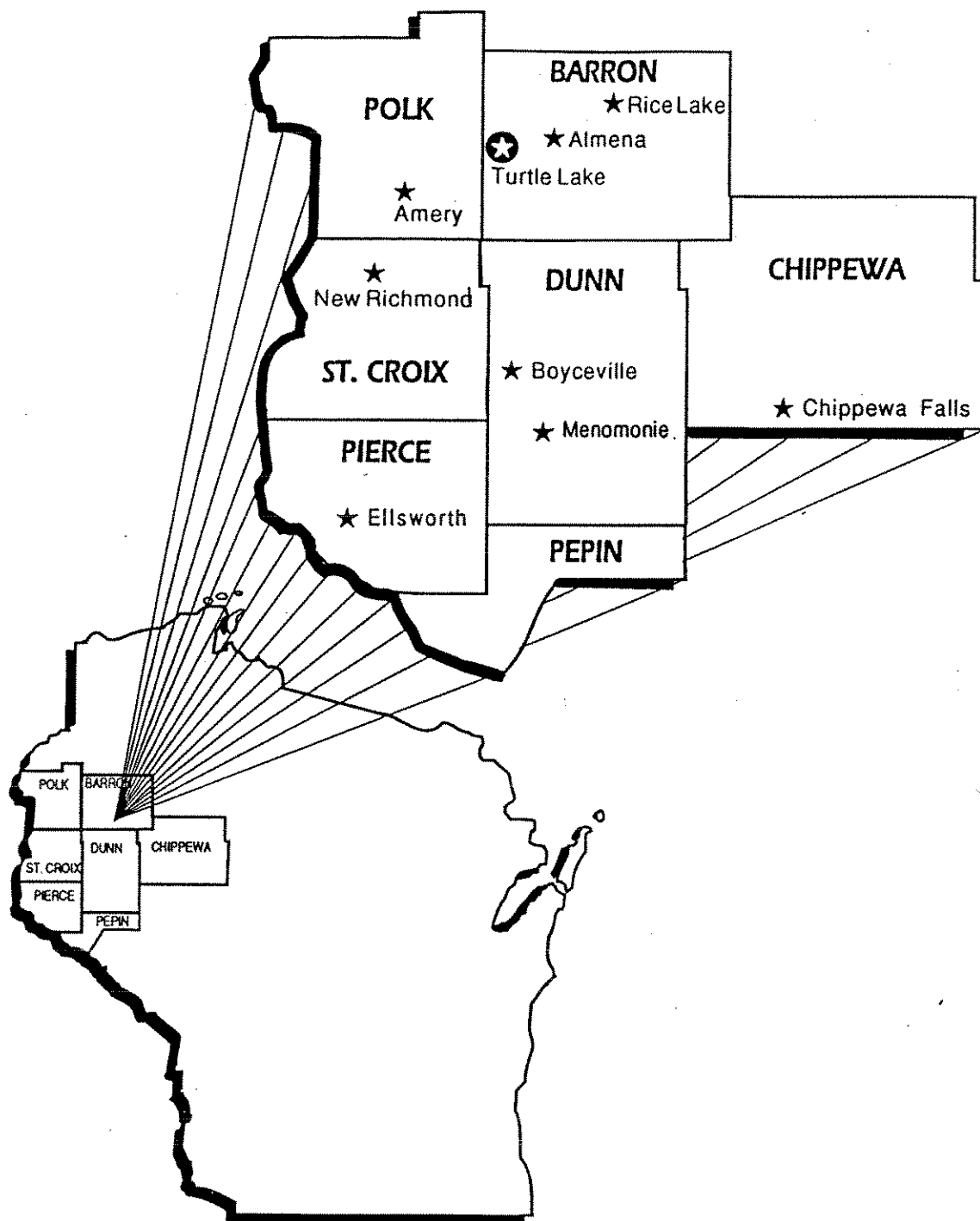
Thank you for allowing us to bring this important issue before you for your consideration. We continue to appreciate your work on behalf of low income children and families in Wisconsin.

With Warm Regards,

A handwritten signature in cursive script that reads "Barbara Wehman".

Barbara Wehman  
CESA #11 Head Start Director

Attachments: CESA #11 Head Start Center Map  
Copy of Wisconsin Statute



**CESA 11 Head Start  
Service Area**

- ★ Central Office - Turtle Lake, WI
- ★ Head Start Centers

# **Head Start State Grants Application Procedures and Instructions**

## **Enabling Legislation**

SECTION 614G. 115.361(1) of the statutes, as affected by 1991 Wisconsin Act 39, is renumbered 115.3615 and amended to read:

**115.3615 HEAD START SUPPLEMENT.** From the appropriation under s. 20.255(2)(eh), the state superintendent shall distribute funds to agencies determined by the state superintendent to be eligible for designation as head start agencies under 42 USC 9836 to provide comprehensive health, educational, nutritional, social, and other services to economically disadvantaged children and their families. The state superintendent shall distribute the funds in a manner consistent with 42 USC 9831 to 9852 except that there is no matching fund requirement. The state superintendent shall give preference in funding under this subsection to an agency that is receiving federal funds under 42 USC 9831 to 9852. Funds distributed under this subsection may be used to match available federal funds under 42 USC 9831 to 9852 only if the funds are used to secure additional federal funds for the purposes under this subsection.

## **Allocation of Expansion Funds**

The total state supplement funding for Head Start is \$4,950,000 for 1996-97.

Entitlement funds will be made available to each existing Head Start grantee using the formula on page v. If you elect to receive the full entitlement award, then the first column indicates the minimum number of children you must serve. If you elect to serve fewer children, then compute your entitlement award by multiplying the number of children you propose to serve by the maximum entitlement amount of \$3,850.

There will be no discretionary grant awards since all the monies have been allocated in the entitlement portion.

## **Application Deadline for Submission**

Applications due (postmark accepted):	June 7, 1996
Notice of grant award:	June 21, 1996
Grantee will submit end of year report:	July 1997

## **Cooperation With the Public Schools**

There exists heartfelt interest by many public school personnel to see that low income children and their families have access to the comprehensive services which Head Start offers. In those situations where the local public school has space available and in those situations where the school can help identify a sufficient number of children to open a Head Start program, then these Wisconsin Head Start supplement funds should be used to initiate such services. It would be both inefficient and ineffective for schools to have to seek out an alternative funding source of such services. It would also be contrary to the spirit of collaboration that is being called for in the 1990s. Placing Head Start services within public schools and collaborating the delivery of service between Head Start and the public school is considered a priority.



*Someone to Stand by You*

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Date: April 22, 1997 in Eau Claire, WI

To: Members of the Joint Finance Committee

From: Margaret Hagaman, Executive Director of the Indianhead Chapter of the Alzheimer's Association

Thank you for coming to Eau Claire for one of your hearings. I just want to remind you that there is still a third of the state north of here. I am speaking for not only the more populated areas such as Eau Claire but the 11 rural counties that the Indianhead Chapter represents in Western Wisconsin. I am also speaking as a family caregiver whose mother with a dementia is living in a Wisconsin nursing home.

Several issues that arise for families caring for someone with Alzheimer's disease include more service options and more funding for programs such as the Community Options Program.

Rural areas have fewer services in such area as transportation, adult day care and alternative living. The Community Options Program has waiting lists in most counties. There are few housing alternatives for people with Alzheimer's disease or other related disorders. Adult Day services are scarce. Public transportation is not even available in some parts of the state and very limited in other parts. There are no taxis or bus except what Aging Offices may have for medical transportation. Volunteers contribute to their community efforts but there are fewer people to volunteer in less populated areas.

By increasing funding for the Community Options Programs, it will help to ease the institutional bias now existing in our state. COP funds Adult day services and living in a Community Based Residential Facility if there is not a waiting list. Now people either go in nursing homes or die while waiting for services that would be more cost effective.

Families have called me trying to get help for family members because they are told there are no service dollars available. Generally they end in a nursing home with higher medical assistance cost because there is no funds for services such as CBRF or Day Services.



# Cooperative Educational Service Agency #11

225 Ostermann Drive, Turtle Lake, WI 54889 Phone (715) 986-2020 Fax (715) 986-2040

April 8, 1997

Representative Sheila Harsdorf  
Room 15N, P. O. Box 8952  
State Capitol  
Madison, WI 53708-8953

re: Transfer of School AODA Programs from DPI to DHFS (Senate Bill 77 and Assembly Bill 100 - Governor's Budget)

Dear Representative Harsdorf:

I am writing to you as a member of the Joint Committee on Finance, and asking that you vigorously oppose the transfer of school AODA programs from DPI to DHFS. As a member of the State Superintendent's AODA Advisory Committee, I recognize that this proposal will neither save money nor result in better coordination of programs. In fact, this proposal, will hamper the coordination of AODA programs with other student service programs. DPI NOT DHFS administers school psychologist and social worker, school age parent, school-based AIDS prevention, pregnancy prevention, school health, school nursing, alcohol and traffic safety, family involvement in education, guidance and counseling, and children at risk programs.

School based prevention is not an "add on" program or service that can be separated from curriculum development, student assistance programs and peer programs. These programs have been integrated into a comprehensive school based curriculum that serves all students and are supported by school/community partnership prevention efforts. This proposal would splinter the last ten years' efforts in prevention.

In addition, this proposal is contrary to the recommendation of the recent Legislative Audit Bureau (LAB) AODA state audits. The 1993 report states that "the major disadvantage of a single state agency to coordinate all AODA efforts is that under it, AODA functions would be isolated from other issues to which they are related, including mental health, juvenile delinquency, school failure, AIDS, teen pregnancy and parenthood and crime. Currently all state agencies consider AODA issues along with related issues, and staff who work on AODA issues often do so as a part of broader responsibilities. Critics of the idea of a single agency have expressed concern that services would be fragmented if AODA responsibilities were separated organizationally from many related issues". The 1996 audit recommended that DPI and DHFS report to a Joint Legislative Audit Committee and did not recommend transfer of these programs to DHFS.

In *Thompson vs. Craney*, the Supreme Court firmly established that the state superintendent is the officer responsible for supervising public instruction in Wisconsin. The Court ruled that any other supervisor of public instruction must be subordinate to the state superintendent. This proposal transfers educational responsibilities to other supervisors of public instruction who are not subordinate to the state superintendent in perhaps a further attempt to dismantle the DPI.

I believe that you are and have been an advocate for children - I ask that you do whatever it takes to oppose this transfer of AODA programs from DPI to DHFS. The bottom line is **this will hurt our kids!** I ask that you respond to this letter with your viewpoint and action.

Sincerely,

Robert R. Rykal  
CESA #11 Administrator  
lw

**PUBLIC HEARING - EAU CLAIRE  
JOINT FINANCE COMMITTEE  
GOVERNOR'S 1997/99 STATE BUDGET BILL**

**APRIL 22, 1997**

**CATHY M. MESCH, PROGRAM CONSULTANT/PLANNER  
WESTERN WISCONSIN AREA AGENCY ON AGING, INC.  
1316 FAIRFAX STREET, SUITE 106  
EAU CLAIRE, WISCONSIN 54701  
(715) 836-2107**

Thank you for giving me the opportunity to speak to you on the Governor's proposed 1997/99 budget.

In my job as regional consultant/planner for 19 counties and 2 tribes in Western Wisconsin, I work with a wide range of programs and services for the sixty and over population, specifically Older American Act Programs. My past job experience includes working in a County Aging Unit as a Benefit Specialist, Volunteer Coordinator, Home Delivered Meal Assessor and Income Tax Consultant. I have also worked as a social worker in two Nursing Homes and a Community Based Residential Facility.

**My position today is in support of the Elder Rights Bill as advocated by the Coalition of Wisconsin Aging Groups. This bill would provide additional funding and staff for the Benefit Specialist Program and the Long Term Care Ombudsman Program, and increased funding for Elder Abuse Grants.**

**Benefit Specialist Program. This program provides assistance to individuals 60 or older who need assistance with government benefit programs. The plan proposes to fund salary increases to the Benefit Specialist who have seen no increase since 1993. In recent years, counties which administer benefit specialist programs have been forced to collect additional taxes to fund their program or cut their services.**

Page 2 STATE BUDGET HEARING

**Long-term Care Ombudsman Program.** This proposal adds two additional full-time Ombudsmen positions and one position to coordinate the Volunteer Ombudsman Program. Ombudsmen investigate and resolve complains made by residents of nursing homes and adult residential facilities. This program is understaffed; there are presently eight Ombudsmen for the entire state.

**Elder Abuse.** The proposal calls for an increase in funding to provide direct services to the victims of elder abuse and accommodate the rising number of reported cases.

In my present position at the Western Wisconsin Area Agency on Aging, I oversee the contracts for the **Legal Assistance/Benefit Specialist Program**. Each county aging unit in Wisconsin has a Benefit Specialist who assists elderly with their private and government benefits like Medicare, Medical Assistance, SSI and Social Security. The Benefit Specialist can also assist with other legal concerns through their legal back-up system and pro bono attorneys. Benefit Specialist are trained and monitored by a legal back-up attorney knowledgeable in elderly law. This program is a very needed and valued service. It is very difficult for people (not just elderly) to understand the benefit programs and legal system.

Marty Sanville is the **Long-Term Care Ombudsman** in the Western Wisconsin Region. Her office is located in the same office building as Western Wisconsin Area Agency on Aging. I can personally attest that Mary puts in many long days working on cases that cannot be ignored. Her region is much too large for one person.

**PAGE 3**

Western Wisconsin Area Agency on Aging oversee the Direct Service **Elder Abuse Grants** for our region. In 1997, grants have been awarded to seven agencies in our region. There are some counties that are not presently being served by this grant. The elderly are a very vulnerable population for physical, material, and self neglect.

The Elderly population in Wisconsin is anticipated to grow from about 13% in 1990 to 20% by 2030. Financially, 78% of people age 60 and older in Wisconsin have incomes under \$20,000. Elderly people have more mobility and sensory difficulties which can impede accessing and understand services and patient rights. Mentally, elderly people are more vulnerable to dementia and have a greater need for protection.

I have worked with the elderly population for the past ten years and believe we have a great need for increased funding in programs like Benefit Specialist, Long-Term Care Ombudsman, and Elder Abuse Grants in order to educate and protect the rights of our elderly. Please do not forget this vulnerable, respected population. It is their right to be protected in their last remaining years .

Enclosures:

April 22, 1997

Memo to The Joint Finance Committee of the Wisconsin State  
Legislature.

Subject: The Governor's Current Budget.

From: Donald A. Mercier, Legislative Chair, AARP Chapter 4340.

The budget is increasing money for nursing homes even though  
occupied beds are decreasing. On the other hand there are a  
great many waiting in line to access community programs  
that provide care for those not ready for nursing homes. The  
money would be better spent on the community aids programs.

W-2 needs improvement in the handling of those at the bottom of  
the economic ladder who are unable to meet the W-2 requirements  
for one reason or another. Special help plus a grace period  
and then tracking these people would certainly be more humane.

Finally - helping elderly, legal, uneducated immigrants pass the  
requirements to become American citizens should be put in place.

Sincerely,

Donald A. Mercier

*Donald A. Mercier*  
AARP Chapter #4340, Legislative Chair  
3646 Damon Street  
Eau Claire, WI 54701-3030  
(715) 832-7898

Legislative Budget Hearing  
April 22, 1997 - Eau Claire

Thomas Quinn, Exec. Director. Wisconsin Farmland Conservancy

Testimony in support of  
increased appropriation for the  
DATCP - Agricultural Development and Diversification Program

I am Thomas Quinn. I am the Director of the Wisconsin Farmland Conservancy. The Conservancy is a non-profit organization based in Menomonie, Wisconsin. Our organization's programs address issues of protecting farmland and open space, assisting a new generation of farmers gain access to land, and supporting locally based economic development efforts - especially "value-added" agricultural businesses.

My testimony today is in support of the increased appropriation included in the budget for the **WI-DATCP Agricultural Development and Diversification Grant Program (ADDG)**. This program provides small research and development grants to assist projects that are developing new strategies for diversifying Wisconsin's agricultural economy. The grants are provided on a competitive basis to individuals, businesses, and organizations, and require a substantial match from the recipient. The grants are generally very modest in size, and are designed to be the "seed money" that can provide a new idea with a chance to grow.

Over the past two years, our organization has received two \$16,000 grants to assist small and medium sized Wisconsin livestock producers in developing a model for a marketing cooperative that could allow them to sell a branded product using a strong environmental and family farm theme, and to receive a significant price premium. The project is nearing the end of its two year development phase, and it appears that it will be a strong success.

The project has worked closely with a group of 15-20 livestock producers to complete an initial feasibility study that looked at all aspects of production, processing, and marketing. This included extensive discussions with producers about what kind of environmental and animal quality standards they wanted to adopt, discussions with local processors about how they could contract to provide for processing needs (and assistance to them in meeting appropriate federal and specialty-market labeling standards), as well as marketing discussions with supermarket and wholesale buyers who expressed interest in carrying or using this kind of product.

During the second year, the project has been working to complete a formal business and start-up plan. Producers have provided direction as to how this plan will be implemented. This past Fall, they made a decision to focus on an "organic" standard for production and marketing, and to organize as a new Meat Marketing Pool within the CROPP cooperative, which is based in LaFarge, Wisconsin.

ADDG funding has been critical to the success of this project. It has allowed our organization to provide staff support, and to contract for assistance from knowledgeable consultants at key points. It has also allowed us to generate significant amounts of in-kind support from other sources. Faculty from the UW-River Falls (Rural Development Institute and Meat Science Department) have provided extensive assistance, as have staff from CROPP and Farmers Union Enterprises. Additional direct financial and staff support has also come from the Cooperative Development Services and the Midwest Organic Alliance.

The most important contribution of ADDG funds, however, has probably been in assisting livestock producers in participating directly in the leadership of the project. The "hands-on" approach of ADDG has assured that the grant funds are used effectively, and not drained by expensive consultant fees. For example, our budget has provided limited reimbursement of mileage and telephone expenses to help cover the costs of the livestock producers who have volunteered their time to the project. Many of these producers have driven hundreds of miles to attend regular planning meetings, or to do research on processing and marketing options. While we are only able to cover a portion of their true expenses, it has allowed them to participate fully and to feel a sense of ownership of the project.

This Spring the project will be moving into a formal implementation stage, and the development assistance from the ADDG grant will end. All of our basic research and development information will be available to other businesses and marketing efforts who want to benefit from our experience.

It appears that this new business will be a success and will provide a model for both expansion and duplication. Contracts have already been received from several large national food processors, local slaughter and processing plants are in line, and the project is beginning to explore the potential for exports. This month a group of producers conducted a direct promotion sale at a major Minneapolis supermarket. They talked directly with consumers about their product, and received an overwhelmingly positive response. This project, with ADDG funding, is allowing Wisconsin farmers to take a nationally recognized leadership role in developing this important market.

*Lois Balk*

**To: Joint Finance Committee**

**From: Lois Balk**

**AODA Coordinator/ IASA Coordinator**

**Alma Area Schools**

**S1618 State Rd. 35**

**Alma, WI 54610-8301**

**I oppose the transfer of school AODA programs from the Department of Public Instruction to the Department of Health and Family Services (Assembly Bill 100/Senate Bill 77-- Governor's Budget) for the following reasons:**

1. I believe it is contrary to the 1993 and 1996 Legislative Audit Bureau findings
  - \* The disadvantage of having a single state agency coordinate all AODA efforts would be isolating AODA from other issues related to youth risk behaviors such as AIDS, school failure, etc., which we have integrated into the K-12 curriculum.
2. The recommendations of the LAB report recommended that DPI and DHFS report to Joint Legislative Audit committee on proposals to consolidate overlapping prevention programs. They have developed a joint work group.
3. If prevention services are provided by an agency that administers intervention and treatment, there is greater incentives to shift funds toward individuals with problems and lessen the prevention area.
  - \* By lessening prevention efforts, one creates a greater need for intervention.
4. Having two agencies-- DPI and DHFS-- creates a check and balance-- just as in any governmental agencies. By having two agencies, it helps to develop and maintain expertise in specific policy areas-- allowing for specialized services and technical assistance to our individual school needs.
  - \* Schools use both agencies. We have a representative from the DHFS on our Improving America's School Act committee. We draw resources from that area for coordinating intervention programs-- but we always turn to the DPI when we refer to/ need assistance and guidance on any prevention issues.
5. Big is not always better-- As in everything-- big can create problems that do not always exist in smaller efforts. Transferring responsibility for all prevention programs to one agency would not necessarily result in greater cost efficiency or program effectiveness.
6. We have worked hard to get where we are with our prevention programs at the Alma School.

\* Grant monies and resources from DPI have and are presently being used for school, community, parents, working together so that our drug programs will continue to be prevention instead of intervention

\* Grant monies have been used to integrate all the Youth Risk Behaviors into the K-12 curriculum.

\* Key AODA resource individuals at DPI work with us on curriculum, inservice, materials, and methods to integrate and make prevention an overall key part of integration. These individuals have the knowledge to help us integrate with AIDS, parenting-- with all the other educational programs.

7. DPI has done an excellent job of consolidating within the agency and collaborating efforts with all agencies. This in turn is helping us, within the school system to collaborate our efforts to integrate within the schools. We need two separate agencies--DPI and DHFS to help us continue to work with prevention-- and to work with intervention. We need the expertise from both. Problems within the schools, the community, the country, and society as a whole are greater because of times.

8. We have worked so hard to get where we are! Prevention cannot always be measured but we are proud of our strong prevention programs at Alma

\* 70 elementary students are involved with junior/senior high students in After School Rap sessions

\*45 junior/senior high students are members of our Youth Alliance for a Drug Free Alma

\*We have integrated our AODA curriculum in grades K-6 and we are presently working towards integration in grades 7-12

\*We have presented programs for parents, students, community, service organizations, county judge, social services, schools, to discuss the problems and how we can work together to keep prevention a priority.

**Please do not take away what we have worked so hard to obtain.**

*Lois Balk*

From: Lois Balk  
AODA Coordinator at the Alma Area School  
S1618 State Rd. 35  
Alma, WI 54610  
April 22, 1997  
Eau Claire, WI

Copy of letters sent to:  
Governor Thompson  
My Senator and Representative  
To all the individuals on the Joint Finance Committee

March 13, 1997

Senator Rod Moen  
Room 403  
P. O. Box 7882  
Madison, WI 53707-7882

Dear Senator Moen:

We are looking forward to having you as one of our panel members for the Youth Alliance for a Drug-Free Alma, "Move Over Oprah! Here Comes YADFA!" dinner and panel discussion this Sunday evening, March 16th. At this time we have over 200 registered guests and Channel 19 from LaCrosse called today to see if they could televise the event. We hope the weather will be cooperative.

I am also writing this letter with concerns over the Summary of Assembly Bill 100/ Senate Bill 77- Governor's Budget pertaining to the transfer of school AODA programs from the DPI to DHFS. As a parent, grandparent, educator, and concerned citizen, I am adamantly opposed to the transfer of school AODA programs from DPI to DHFS and ask that you contact individuals on the Joint Committee of Finance and the Senate Education Committee to recommend that this portion of the budget not be approved. Neither the 1993 Legislative Audit Bureau (LAB) AODA State auditor nor the 1996 LAB Prevention audit recommended transfer of AODA programs from DPI to DHFS.

This proposal would be very destructive to the current AODA prevention programs at the Alma School and throughout the State of Wisconsin. I know that it is difficult to prove that prevention works. I would like to relate one example that we feel positive about at Alma. Our Youth Alliance for a Drug-Free Alma started with five members who wanted to be a drug-free support team for each other in the summer of 1991. We now have 45 junior-senior high members who support one another, work with student programs, parent programs, and community projects. Our programs have been successful because we have been able to have the technical assistance from the Department of Public Instruction AODA staff. Each time that I have questions/concerns I feel free to call and obtain their assistance/advice. We have also had the opportunity to receive several AODA prevention grants through the years.

Moving the monies and staff from DPI to DHFS would place the prevention programs to the background with the intervention programs becoming the dominant factor. We have used our prevention movies to integrate the K-12 AODA curriculum into all content areas, to provide student and parent programs, to inservice students, staff, and parents, and to have an elementary After School Rap session for 70 grades 1-6 students. We have willingly utilized "lots" of energy to put these programs in place, but without the knowledge and support from the Department of Public Instruction staff along with the grant monies, we would not have been able to support and implement the AODA prevention programs that we have in place at the Alma Area Schools.

Please reconsider the budget bill transfer of school AODA programs/funds from the DPI to DHFS. As a concerned citizen and as an educator who knows prevention

efforts for students are working, I ask that you keep the AODA programs and staff at the DPL. Your consideration will be deeply appreciated. I would appreciate a response.

Sincerely,

Lois Balk  
P.O. Box 22  
Alma, WI 54610  
Tele: (608) 685-3296  
Work # (608) 685-4416

*Lane Barth*

## **RATIONALE FOR MAINTAINING ADMINISTRATIVE SCHOOL BASED AODA PREVENTION PROGRAMS WITHIN THE DEPARTMENT OF PUBLIC INSTRUCTION**

- **The Supreme Court firmly established in *Thompson vs. Craney* that the state superintendent is the officer responsible for supervising public instruction in Wisconsin.** The Court ruled that any other supervisor of public instruction must be subordinate to the state superintendent. This proposal transfers educational responsibilities to other supervisors of public instruction who are **not** subordinate to the state superintendent.
  - These programs are educational programs and are for the benefit of students. This proposal would hamper the programmatic coordination of AODA prevention with other student services programs. **DPI** not **DHFS** administers school psychologist and social worker, school age parent, school-based AIDS prevention, school health, school nursing, alcohol and traffic safety, family-involvement-in-education, guidance and counseling, and children at risk programs.
  - School based prevention is not an “add on” program or service that can be separated from curriculum development, student assistance programs and peer programs. These programs have been integrated into a comprehensive school based curriculum that serves all students. In addition, these school based comprehensive prevention programs have been integrated into the community through coordinated/collaborative partnership councils made up of all segments of the community.
- **This proposal would prove administratively burdensome - and confusing - to school districts and CESAs, and would fragment current prevention efforts organizationally. This proposal would neither save money nor result in better coordination.**
  - This proposal would splinter AODA services to schools. The transferred programs would be administered by DHFS, but the drug abuse resistance education (DARE) and the federal safe and drug-free schools grant programs would be administered by the DPI. Applicants would be faced with competing or duplicative directives from two state agencies administering similar grant programs, and create a second, duplicative grant application. This occurs after the DPI has created a streamlined, consolidated, multi-year, grant and program evaluation process. DPI and CESAs **NOT** DHFS provide schools with technical assistance on school based prevention programs, and this proposal would transfer educational programs to an agency which has little or no experience with school structures and school based programming.

- **This proposal is contrary to the 1993 and 1996 Legislative Audit Bureau (LAB) findings.**
  - The 1993 report states that “the major disadvantage of a single state agency to coordinate all AODA efforts is that under it, AODA functions would be isolated from other issues to which they are related, including mental health, juvenile delinquency, school failure, AIDS, teen pregnancy and parenthood and crime. Currently, all state agencies consider AODA issues along with related issues, and staff who work on AODA issues often do so as a part of broader responsibilities. Critics of the idea of a single agency have expressed concern that services would be fragmented if AODA responsibilities were separated organizationally from many related issues.”
  - The 1993 LAB report under the heading ‘Control of all AODA programs should not be assigned to a single entity’, it states “Assigning such broad authority to a single agency would be cumbersome and, in all likelihood, less effective than the current distribution of control to those agencies that combine AODA responsibilities with their other prevention.”
  - This proposal is contrary to the recommendations of the 1996 LAB report which recommended that DPI and DHFS report to the Joint Legislative Audit Committee by April 1, 1997 on proposals to consolidate overlapping prevention programs for which they have responsibility. DPI and DHFS have developed a joint work group.
  - Other suggestions in the 1996 LAB report suggest:
    - Having several agencies administer prevention programs may foster diverse approaches;
    - Few benefits are likely to be derived from consolidating all prevention programs;
    - Enhancing efforts to coordinate programs at the local level may be more effective;
    - Some counties do not emphasize prevention efforts;
    - Some funding strategies may penalize communities that have made the most progress;
    - The prevention needs of local communities may differ;
    - Different funding strategies could provide communities with greater flexibility.